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# The COMPASS

AMERICAN·ASSOCIATION·OF·SOCIAL·WORKERS

March 1939

STANDARDS OF PERSONNEL IN PRIVATE AGENCIES

PRINCIPLES AND PROBLEMS OF TRAINING IN PUBLIC ASSISTANCE AGENCIES

THE ASSOCIATION OF SCHOOLS CHANGES ITS MEMBERSHIP REQUIREMENTS

CHAPTER RETURNS ON PURPOSE, FUNCTION AND STRUCTURE

*Volume XX* *Number 6*

WHEN professional social workers try to combat the critical opinions which laymen have of social work and social workers, they frequently forget that there are social agencies whose open doors have admitted personnel of every description and whose practices belie everything that social work should stand for. Chests and federations may have to include as "social" agencies enterprises of dubious value. In reviewing personnel in its member agencies, the Family Welfare Association of America uses a new measure of agency adequacy. Increasing recognition of this standard by responsible agencies may make agency autonomy a principle which can be supported without giving protection to social work's worst enemies, those within its own fold.

KEEPING up with its own growth is a complicated task for an organization. Growth may be strait-jacketed by inadequate provision for more mature needs and enlarged activities or crushed by failure to understand what made past growth possible. AASW chapters have taken seriously the problems of the Association's progress on that most adventurous of social work's many ventures, that of being a profession.

AASW chapters and members have felt a heavy responsibility for helping the untrained to obtain training and the public welfare services to realize their purposes through improving the equipment of their personnel. In its concern with problems of technical training, the Bureau of Public Assistance of the Social Security Board has been producing formulations with which we should become familiar in seeking direction for educational efforts.

CONTROVERSIES about the base for social action reveal two extremes of opinion:—one anchored in the conviction that social work's preserve embraces any and every social problem, the other bound to the belief that it is generally prejudicial to a cause for social workers to appear in its behalf. In the meantime the Association mobilizes again the data which social workers have, for uses which have already proved effective. The questions sent to the chapters indicate the kind of information which has been conceded a special authority because it comes from the American Association of Social Workers.

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# *Returns from the Chapters on the Association's Purpose, Function and Structure*

Twenty-four chapters have filed reports on their discussions of purpose, function and structure of the Association. These reports have been studied by the Special Committee on Conference Proposals and through that channel will have their bearing on the proposals which, according to schedule, the Executive Committee will send out for discussion in April. The schedule allows 60 days for further chapter discussion of these proposals, in preparation for the deliberations of the Delegate Conference in June.

Several chapters have reported that the programs of discussion on purpose, function and structure, undertaken this year, have had beneficial effects on the relationships of chapters to the Association, on chapter participation and interest, and on the process of self-study. Chapters report recognition by members of their responsibilities for continued examination of the Association as to functions it performs and as to needed improvement in method and organization.

Problems encountered within the schedule of chapter and national action as set up by the last Delegate Conference have also been reported. In some cases premature action was reported: some reports were tentative rather than final and some chapters found difficulty in fitting the discussions into programs already taxing their resources.

Too bulky for general distribution, the full texts of the 24 reports have been studied by the Special Committee and staff. So that chapters and members may have a general conception of the returns received, a summary of the reports was made for chapters. A similar summary of the range of opinions follows:

## Purpose and Function

There have been natural difficulties in making a distinction between purpose and function. Some chapters have given their concept of the Association's purpose only, believing function may be easily derived from purpose; others have given function which would "imply purpose." Some chapters have included broad statements, giving recognition to the character of the Association as a professional organization representative of professional social workers; to the concept of growth and development within the Association; and to the base for such purpose and function which derives from the existence of the Association as providing "an opportunity for individual social workers to act with other social workers as a group or whole in considering and sharing their mutual responsibilities for social work problems." Several chapters have stressed this base as one which furnishes avenues for communication and constant interchange of ideas. One chapter suggested that "one of the main responsibilities of the national Association will always lie in the realm of helping the individual chapters, and through them the community itself, to assume responsibility for their own particular problems, that through such an arrangement, the chapter gathers strength from the Association which encourages interest and action." Another stated: "The national Association is the channel for linking together the professional interests in social work. It takes the things which are outgrowths of local situations, pools these for the benefit of the whole and returns them to the local committees from which they have come. Nothing in the national Association is fruitful unless it can be applied locally. Function should be only in those fields where action is based on knowledge which arises out of practice."

Most chapters sending in formal reports have included the following general areas as parts of their concept of the Association's purpose and similar areas were given by many as function:

*A concern with personnel standards:* establishing membership requirements, devising ways of protecting standards such as through definition of good employment practices and the development of a code of ethics. One chapter felt that the national Association should be ready to assist in the protection of workers, clients and the community against malpractices. Some chapters have felt that the Association should also define the principles of organization and administration necessary for the efficient rendering of social work services, whereas one chapter suggested this was not necessary except in so far as

such activity related to what might be termed ethics.

*Definition and encouragement of professional education:* to define and clarify the basic body of knowledge, promote research, assist practitioners to acquire professional education and to continue to develop professionally. Several chapters suggested encouragement of new fields of practice as an important function, although one chapter felt this definitely should not be included as an activity of the Association. Another chapter noted specifically that the AASW should not "assume active responsibility for determination of the method, content, or manner of the educational process. . . ." Another suggested the Association should strengthen the schools of social work by keeping them in touch with changing needs and social work concepts growing out of actual practice, by aiding the maintenance of high qualifications for school faculty, and by developing adequate field work opportunities. Also, that the Association should assist in the development of in-service training.

*Interpretation of the needs of social work services:* to promote and participate in social action and to clarify the "area of competence" in which the Association is free to act. On the whole, the chapters seemed to believe that a broad statement was sufficient which would allow any activity which related to the needs of social work and to the particular channels existing in the Association to fulfill that activity. A few chapters felt, on the other hand, that the Association should define specifically the fields of action in which the Association should take part, listing such items as interviewing candidates, advocating policies, suggesting and approving bills, and promoting legislation.

## Structure

Several chapters have considered structure first with respect to the chapter itself and its problems as a unit of the Association, going on to its relation to the national Association and giving emphasis to the fact that the extent to which members derive real meaning from their membership in the Association and participate in its program is the determining factor in making useful the Association's channels, because without this, any structure cannot become dynamic.

One chapter suggested that one major problem of the Association was the need for "more of what we already have." A strong national organization was advocated as well as strong local units. "Chapter units need the continued help coming from an increasingly strong and effective national organization." One chapter suggested emphasis on a federation of chapters in each state.

The point was made that the Association wants to be democratic but that greater discipline and responsibility on the part of the chapters and the membership are required if the means of democratic participation are to achieve their real aims. If the purpose and meaning of membership is sufficiently vital, effective channels of participation develop as a natural result.

One chapter said, ". . . The participation of the membership begins at home . . . The chapter is the first spot in which to increase our own participation." This particular chapter went directly into consideration of ways and means of increasing chapter participation such as new plans for chapter meetings and the possibility of employing a chapter executive secretary.

Many suggestions, with a wide variation, were recorded on special organization devices. For example, from the seven chapters making suggestions regarding the Association's officers, three different plans for their election were presented: election by the total membership; election by the governing body from its own membership; election of all officers except the president by the governing body, with the president to be elected by the total membership.

Fourteen chapters expressed opinions regarding the appropriate designation for the governing body, one suggesting "National Council," eight "Board of Directors," three "Executive Committee" and one commenting that the name was immaterial but advocating a clear definition of the governing body's responsibilities. Eleven chapters made such suggestions regarding its size as: that it be representative but small enough to meet frequently and to carry on all administration; that it be 36 in number; that it be large enough to represent the membership with economy and efficiency; that it remain the same as at present. There were several different plans offered for regional representation, one being that the governing body should be a National Council composed of a representative from each state.

Consideration of the function of the governing body was indicated by five chapters, opinion ranging from that it should be administrative only to that it should be policy making. The chapter suggesting a National Council as the governing body believed its concern should be with principles and policies, approval of budget requests and problems relating to state organizations.

Variations in chapter thinking were reflected in the suggestions regarding an administrative committee. One chapter suggested it should consist of not less than three members, another that it should have nine members, five members of the Board and four officers. Some chapters felt such a committee should be elected by the governing body, others by the membership at large. Several factors were suggested as criteria for eligibility such as representation from all groups and geographic sections, or according to travel time from the national office. Most of the seven chapters which considered the function of such a committee believed it should be responsible for conducting the operation of the Association between meetings of the larger governing body.

Suggestions about nomination and election procedure included: that the present nomination procedure operated effectively to secure competent leadership for the Association and that liberalization of the procedure for nomination by petition would ensure sufficient democracy combined with the procedure now in effect. Another chapter commented that it believed a careful choice by the Nominating Committee of a single slate for officers would ensure the best leadership but recommended that chapters be solicited for suggestions. Several chapters believed representation from regions was desirable for the Board, and one or two chapters suggested that nominations should be made by regions.

From the ten chapters reporting opinions on nomination by petition, one suggestion was for 25 signatures, another doubted whether a candidate nominated by a small petition would have any chance of election.

Need was expressed for increased field service from the national Association, more channels for participation, increased investment in *The Compass* as the one direct communication from the national Association to the individual member, increase in staff to allow for special work in research, promoting legislation, etc., and greater participation on national committees.

Eight chapters included in their reports suggestions regarding national committees: one, that their membership should be on a regional basis; another that chairmen of national committees should be members of the governing body but without power to vote; still another suggested that increasing the ways in which the work of the national committees can be interpreted would further membership participation. Another suggested that the National Membership Committee be appointed by the Executive Committee and that all other committees should be appointed by the Delegate Conference or the Executive Committee as the need arises to meet special problems and in relation to various localities. It also suggested that it would be more economical if meetings were called to take action only after policies were cleared by correspondence.

### Location of the National Office

The last Delegate Conference voted that the decision regarding the location of the national office was an administrative one, responsibility for which rested with the Executive Committee. Chapters were encouraged, however, to send in their suggestions. One chapter requested that a straw vote be taken to determine the membership's choice on this question. Ten chapters have presented factors which they felt should be considered in making such a decision: geographic and population centers of the country; enhancing the service to chapters and members; opportunities for consultation with other national organizations; facilitating the Association's influence in national and state legislation, and in the interests of economy of administration. One chapter felt the location of the national office was unimportant except as it limited choices for the president and members of the governing board, and that this limitation could be overcome by constant rotation of the national office or rotation of the areas in which administrative and other committees meet.

### Delegate Conference

Five chapters emphasized the importance of a method of paying expenses of delegates to the Delegate Conference on membership assessment basis, in the interest of more responsible election of delegates by the chapters. Some recognized that such a plan would probably require an increase in dues. One chapter suggested such a plan would be ideal but questioned whether, if there were an increase in dues, this would be the most effective use of the additional income. Two chapters stated such expense should be borne by the chapter.

For the most part, the 24 chapters reporting believed that the Delegate Conference should be the policy making body of the Association, although one chapter made a tentative suggestion that some consideration be given to the possibility of its becoming the governing body. Another chapter believed the Delegate Conference should consider social work content as well as policy making

and that the Board should be responsible for deciding annually what subjects were most important.

A few chapters also considered the question of chapter representation; whether delegates should be instructed by chapters, and how new material coming before the Conference should be handled. One suggested that the principle of chapter representation should be used as far as is compatible with efficient and continuing national Association program. There was also some feeling that the Delegate Conference should be used only for discussion and that after such discussion, all matters should be submitted for mail membership vote.

### Membership Requirements

Ten chapters have reported need for consideration of membership requirements; suggesting periodic examination, broadening of the base to include skills other than case work, and more encouragement to chapters to formulate specific suggestions. There appeared no disagreement with the principle that responsibility for determining membership requirements shall remain vested in the national Association.

One chapter suggested that if the Association's purpose relates primarily to the development of social work as a profession and to the establishment of high standards of professional competence, it should maintain requirements calling for high standards of education, training and achievement. On the other hand, if its purposes related to the functioning of social work forces in the community with social problems, membership might better be extended to include all those employed in social work after a given period of proved competency, so that the AASW would become a more representative organization.

### Finances

The chapters reporting on this question felt in general that recognition should be given to the value and importance of maintaining the present national program and at the same time of strengthening chapter organization. One chapter commented that an increase in dues would probably be required to fulfill its felt needs for an increase in the national Association's program and services. Another expressed definite opposition to any increase in dues but was also opposed to any lessening of the national program. Two chapters suggested further study of the question of Association finances.

## Porter R. Lee

On March 8, 1939, the field of social work lost one of its distinguished leaders by the death of Porter R. Lee. In November Mr. Lee's failing health compelled him to resign the directorship of the New York School of Social Work, the resignation to become effective at the end of the school year. Identified with the school from his student days in 1903, later an instructor, he had from 1917 directed its course and developed its national influence in the professionalization of social work. His interest in the philosophy and techniques of social work found expression both in his teaching and in numerous writings which are now part of social work literature. In his busy career he embraced other responsibilities as well, serving as a member of the President's Emergency Committee for Employment in 1930–1931, as president of the National Conference of Social Work, and as a member of the Board of Directors of the Family Welfare Association of America and of the Welfare Council of New York. The faculty and alumni of the New York School are planning a memorial meeting at the National Conference of Social Work at which the innumerable social workers who knew him as teacher, guide and friend may make grateful acknowledgment of Porter Lee's contribution to them and to the field of social work.

## Reverend Frederic Siedenburg, S.J.

The Reverend Frederic Siedenburg, S.J., one of the notable social workers of the country, died suddenly in Detroit, February 20th. Father Siedenburg was executive dean of the University of Detroit, and formerly dean of Loyola University School of Social Work in Chicago.

Father Siedenburg was chairman of the Detroit Chapter and had taken an active interest in the Association both in Detroit and Chicago. As Miss Sophonisba P. Breckinridge noted for the Chicago chapter record, "all those concerned for a higher standard of professional education and a more devoted appreciation of professional principles to the practice of social work, have suffered a loss to which no words can give expression."

In addition to social work Father Siedenburg has made notable contributions to the educational and labor relations fields.

# *The Association of Schools Changes Its Membership Requirements*

By **Marion Hathway**, Executive Secretary

*MISS HATHWAY was requested to prepare this article in recognition of the need of the AASW to follow events in the field of professional education. Readers may be interested in securing as background for understanding these recent changes made by the Association of Schools, the pamphlet prepared by R. Clyde White, "The American Association of Schools of Social Work" in which is given a brief analytical history of the development of the Association of Schools and its standards.*

The recent change in membership requirements represents an effort on the part of the American Association of Schools of Social Work to maintain a flexibility in requirements to meet changes in the scope and organization of social services and a renewed effort to raise and maintain a higher general standard of professional education for social work throughout the country. In May 1936 the Executive Committee appointed a Committee on State Universities and Membership Requirements to consider certain special problems in the organization of state universities that might be related to the increasing emphasis placed by the Association upon the establishment of a separate curriculum with professional objectives and under competent direction within each university applying for membership. A few months later, in January 1937, the Association voted that all applicant schools and all member schools should be asked to provide, by October 1, 1939, a curriculum offering two full years of graduate work, including the basic minimum curriculum accepted by the Association in 1932. This change, effected at a time when state universities had begun to feel pressure for the establishment of programs of professional education to meet the demands of the new public social services, intensified the need for careful study of problems inherent in the development of professional education under public auspices and led in January 1938 to the appointment of a Committee on the Revision of Membership Requirements. Joint study by this Committee and by the Committee on State Universities and Membership Requirements re-appointed that same month led to consideration by the Association at Seattle in June 1938 of changes designed both to meet a peculiar set of problems that had been developing in the field and later to action at Cleveland in January 1939 to effect certain gains in general standards.

The action at Cleveland establishes within the Association two types of member schools offering professional curricula at the graduate level. In both instances, the school shall be a part of a college or university which is on the list of colleges and universities approved by the Association of American Universities, shall offer an organic grouping of relevant courses into a separate curriculum for the purpose of professional education for the field, shall have a director appointed as administrative head and shall maintain a suitable faculty qualified according to professional standards to offer instruction in the school.

A Type I school shall provide a curriculum consisting of not less than one academic year of work in graduate professional social work, the courses to be drawn from the basic minimum curriculum of the Association unless given in addition to the curriculum. A Type II school shall provide a curriculum consisting of not less than two academic years of study in graduate professional social work including the course of study which covers the basic minimum curriculum of the Association. A Type I school is asked to provide a minimum of two full-time faculty members and a Type II school is asked to provide a minimum of three full-time faculty members to maintain the program of the school with the assistance of part-time faculty members who will be needed for special work. These provisions with reference to the length of the curriculum and to the number of full-time faculty members constitute the principal differences between the two types of approved schools.

In addition, certain other changes were effected which will have an important bearing upon the development of both types of professional schools. Criteria for determining the qualifications of the director of the school include professional experience, graduate study and familiarity with problems of education. While stated very generally, these criteria are designed to bring into the position of leadership in the schools individuals whose training and experience prepare them to give understanding and competent direction to programs of professional education. Field work is defined as planned and supervised experience in the practice of social work as social work is carried on currently by recognized social agencies. As formerly, each school is asked to offer an approved program of field work under the educational direction of the school. The change emphasizes the importance of current practice as one of the criteria for the approval of this program. Budget requirements which affect both types of schools are no longer stated in specific amounts but are defined as including an amount for teaching and administrative salaries which can be shown to be adequate to carry out the program of the school. This flexibility permits an evaluation of budget in terms of the program anticipated by the school.

Because of the significance of these changes to the development of social work education under public auspices, a further word should be said of the work of the Committee on State Universities and Membership Requirements with whose recommendations these changes are in substantial agreement. Under the leadership of Mr. F. Stuart Chapin of the University of Minnesota, this Committee, composed of representatives of state, municipal and private institutions, undertook to review this movement among the land grant colleges and state universities particularly in the middle and far west as the nature of the movement was indicated by resolutions passed by the American Association of Land Grant Colleges in November 1937 and at the meeting of the Northwest Conference on Social Work Education in February 1938 and by a circular letter sent by the president of the National Association of State Universities to all presidents of universities not members of the American Association of Schools of Social Work. The spirit of this movement is indicated in one of the resolutions suggesting an inquiry to "study how these institutions can best organize their undergraduate and graduate instruction for the training of social workers both in urban and rural fields, with emphasis not only on the administration of relief but also on the development of adequate measures looking to our social and economic rehabilitation and the development of self-sustaining citizenship." The phrase includes an emphasis upon rural as well as urban fields and upon preparation for a broad social work program, both of which needs, according to certain representatives of these Associations, were not being met by schools of social work then members of the American Association of Schools of Social Work. The importance of these needs together with what was believed to be an inflexibility of standards set by the Association was considered a valid reason for considering the establishment of a new Association of Schools of Public Welfare, numbering only tax-supported institutions within its membership.

Conferences with representatives of federal and national agencies, field study by the secretary of the Association and conference with the Joint Committee of the National Association of State Universities and Land Grant Colleges and the American Association of Land Grant Colleges led the Committee to recognize a number of important factors. First, the demand for social workers, especially in the south, midwest, and far west, exceeds the available supply. Second, these sections of the country are not adequately served by existing schools of social work which are frequently too far away to be available to students who anticipate returning to low-salaried positions. Third, residence requirements tend to localize employment and present a further argument for the more equable distribution of educational facilities. Fourth, while the graduate basis for professional education for social work is generally accepted by state universities and land grant colleges, the demands of the field and the salary levels will tend as now to draw students away at the end of the first graduate year to practice for a time in the field before returning to complete the two-year program. Fifth, the responsibility for preparing students for the field is readily accepted by state institutions which are frequently located in areas where competent faculty and field practice resources are not always adequate for the development of a two-year graduate program. Sixth, the extension of public social services into rural areas will emphasize both the importance of generic preparation and the orientation to rural problems for the student contemplating practice in rural communities.

These factors have indicated the wisdom of

admission requirements for approved curricula which would permit greater flexibility and yet would consolidate gains made by the Association of Schools in developing a single organization of schools interested in formulating and maintaining standards for professional education over a period of years. The inclusion of two types of schools implies no change in the belief that two years of graduate professional study constitute basic preparation for the field of social work. The Type I schools will, it is hoped, be established only where resources and personnel demands indicate that students will enter the field after a single year of study. The completion of the one year of graduate study including courses from the basic minimum curriculum implies no unity in itself but merely that the student has completed one year of the accepted two years of graduate professional study. It is for this reason that the Association recommends that Type I schools offer a professional certificate and that only Type II schools offer the professional degree signifying two years of work. This recommendation visualizes an essential unity between the Type I and Type II schools. Further weight is given to this conviction by the provision that the number of one-year programs shall not exceed one-half the number of two-year programs approved for membership in the Association. Thus leadership by schools offering and believing in the two years of graduate professional study is assured.

Along with broader implications, the establishment of two types of approved schools has a very practical significance for both the American Association of Social Workers and the American Association of Schools of Social Work. Under the present requirements of the professional association, graduation from an approved school of social work or the completion of twenty-four semester hours of professional courses and three hundred hours of supervised field work offered by an approved school establishes eligibility to senior membership. The scope of courses offered by the one-year schools will not be sufficient to meet this requirement, although the present field work requirement can be met easily within a single academic year. This raises a question for consideration as the membership requirements of the AASW may be studied and revised. One possible answer would be to consider the completion of work in an approved one-year school as related to junior membership and the completion of work in an approved two-year school (as at present) as related to senior membership.

The new classification of schools by the Association has distinct bearing upon the accrediting of Class II curricula which the American Association of Social Workers has carried forward for the past few years. Criteria for accrediting the Class II curricula in "non-member" schools parallel very closely the requirements for Type I schools just established by the Association of Schools. A review of the accrediting function of the American Association of Social Workers in relation to this development is suggested as one way of clarifying a future policy for cooperation and united effort on the part of the two Associations.

The relationship of the two types of schools to each other is another practical question for the American Association of Schools to consider. The basis for the transfer of credits from one to the other in the light of the varied educational philosophies within the member schools of the Association will require early and careful attention by a special committee.

The immediate practical implications and the long-range implications suggested by the establishment of two types of approved schools of social work are of great significance both for the American Association of Schools of Social Work and for the American Association of Social Workers. The work of local chapter committees on professional education and that of the Sub-Committee on Technical Requirements of the National Membership Committee, AASW, have had great influence in clarifying policy with the Association of Schools of Social Work. For further help in considering problems of administration and in evaluating the wisdom of the change, the schools will look again to the field. Both have a common stake in the many problems of professional education.

*Delegate Conference Notice*

The meeting of the Delegate Conference will be held in Buffalo on June 16–17th. Further details about the place and program will be given in the next issue of *The Compass.*

# *Principles and Problems of Training Within The Public Assistance Agency*

*A NEW concept of the public agency's responsibility for training is being built by the Bureau of Public Assistance of the Social Security Board through its Division on Technical Training. The AASW in its concern about educational needs, particularly in the public welfare field, has strong reason to understand and support principles and policies which make helpful distinctions between the obligations for training as they must be carried by the agency, by the professional school of social work, and by the individual worker. The following material is drawn from a report which Agnes Van Driel, Chief of the Division on Technical Training, presented to the Advisory Committee on Training and Personnel Problems in connection with the Social Security Act at Cleveland, January 29, 1939. In this article are indicated some of the problems which AASW chapters and members might work to clarify in relation to training needs and programs within their local areas.*

As a guide in reviewing the work of the Division on Technical Training during the last year, frequent reference will be made to the statement of *Principles Underlying a Staff Development Program for a Public Assistance Agency.** These principles have been used as basic in the consultative service which the Division on Technical Training has given to state departments to help them develop staff development programs. In considering the gains made by states through the application of the principles, certain questions have emerged in the attempt to provide means for staff development which would be on a sound basis administratively, which would be realistic in its approach, and successful in its results.

The first principle, "a program of staff development should be planned so as to include all staff members," has been difficult to carry into practice. Certain state agencies are sure that because, for example, their state field staff have been chosen with considerable care for high personnel standards they have no need to plan for their growth on the job. Other states have indicated that their county directors should not be included in a program of training because the county directors were considered to be of poor caliber, and therefore the agency was trying to carry on its work by short-circuiting these county directors. They had not always considered putting such workers to the severe but reasonable test of meeting the flow of everyday work and of fulfilling the obligations which reasonably might be expected of persons in that position. They had not realized that objective evidence could be secured which might lead toward possible release from staff if a person proved himself to be incompetent to carry the day-by-day job. Or again, certain state officials have believed that the home visitors in the local communities were the only persons needing training. Such instances were usually accompanied by a notation that a "train 'em quick" plan should be installed without further delay.

With reference to professional education for carefully selected staff members as a necessary part of any well-rounded program for staff development in an agency, the report for the year is not as encouraging as most of the agencies themselves would wish. However, considering the fact that even those public assistance agencies whose funds are not wasted because of incompetent personnel or dishonest practices are limited in funds, the number of staff members who have gone on educational leave is hopeful.

The Division of Technical Training has not attempted the collection of complete statistics concerning the number of workers on educational leave in the states. The regional representatives have provided us with tentative estimates concerning the number of public assistance staff members on leave from some of the states. Since we have no report from some of the states, these figures will not be considered as revealing an accurate picture of the situation with regard to educational leave for professional education in the public assistance agencies. As indicating a trend, however, it is interesting that approximately fifty-four staff members from nine states at-

* Printed in *The Compass*, March 1938.

tended schools of social work holding membership in the American Association of Schools of Social Work, with some financial assistance from the agencies. Furthermore, one hundred fifty-five workers from twenty-two states attended schools of social work entirely at their own expense. Residual FERA funds have been used for providing educational leave by public assistance agencies in at least three states during 1938. Moreover, in many states the public assistance program has been directly helped through educational leave granted by child-welfare service funds.

The actual number of state agencies which have used administrative funds to help staff members acquire professional education reveals only partially the concern of the state agencies as a whole in improving the effectiveness of their work by that means. The lack of funds earlier referred to has been a very real handicap in the agency programs. It is significant to know that a number of staff members, some on small salaries, are sufficiently concerned about their need for increased competence to acquire professional education at their own expense on leave from the agency.

The statement on *Use of Federal Administrative Funds for Paying Salaries to State Staff Members on Educational Leave in Schools of Social Work* * issued about a year ago by the Bureau of Public Assistance, has given stimulation and encouragement to the state agencies. It has also helped focus the attention of the states upon certain factors which need consideration if and when educational leave is undertaken. States are now submitting amendments to their plans or are including in new plans a statement regarding their plans for educational leave. As was the case during FERA days, it is necessary to guard against attempts to exploit the granting of educational leave. For example, the selection of staff members with the purpose of ridding the agency of a person vigorous in maintaining good standards of administration, or the selection of a person to give him the paper qualifications for a promotion for which he is not qualified would alter the whole purpose of educational leave. Since many members of the staffs of public assistance agencies are persons of undergraduate rank, the problem of when and how, and under what circumstances encouragement should be given such persons to improve their general education while on the job, or by leave, is a very real question.

* Printed in *The Compass*, March 1938.

In considering the total program of staff development, we are conscious that the whole area included therein under the heading, in-service training, has occupied most of our time and has presented a range of problems. Our belief in the principle that "in-service training implies preparation for function, not preparation for credit," has needed interpretation to the states. One state where a civil service system has been in effect for many years, certainly long before the public assistance program came into being, requested the services of our Division for the primary purpose of planning courses for their staff, the completion of which would enable staff members to secure salary increases and promotions in rank as made possible under their law! More than one state was doubtful as to what could be done in the name of staff development other than the taking of courses offered by educational institutions which would carry college credit. One wonders whether our general educational pattern built on "credits" has left its mark upon concepts of learning in this country?

The auspices under which the in-service training program of an agency operates is another significant consideration. The principle that the plan, direction, and control of an in-service training program in an agency should be under the auspices of the agency itself has not had general acceptance. This is not difficult to understand. Many of the public assistance agencies are new, many of them are directed by persons who, even though they have competence for the job, are swallowed up by the load of pressures from such primary and inescapable responsibilities as legislative drafting, staff recruitment, agency organization, and the establishment of community contacts in many areas—federal, state, and local. The situation is intensified when the chief executive or executives in the agency believe that administration per se can be divorced from the content of public welfare or look upon staff development as an accessory only and not as an essential of effective administration. In such instances it is not strange that representatives of educational institutions in that state, having a concern for the growth needs of the agency's staff may undertake the initiation of a program of in-service training. This has been just as true of a forward-looking state conference of social work, an employees' union, or any other interested group in the state as of an educational institution. If the principle is sound that the agency rather than a school or other interested group should be responsible for the in-service training of an

agency, then it seems clear that the agency must recognize its responsibility for leadership in this area. Interested groups other than the agency, similarly, must attempt stimulation of the agency to assume this responsibility rather than themselves assuming the responsibility for the agency. In one instance a school was undertaking a program of institutes throughout the state the purpose of which was mainly to interpret the public assistance agency to the general community. When inquiry was raised as to the soundness of such a program, the reply was made that the agency at the present moment was so weak that it was unable to interpret itself adequately to the community and that the school would expect to discontinue such a program at the time in the future when the agency was strong enough to carry its own program. Part of our relationship with that school included a discussion of possible other methods by which the school might help the agency in strengthening itself sufficiently to perform its own functions. In another instance a faculty member of a state university indicated that part of his university responsibilities was to include the directing of the in-service training program of the public assistance agency in that state. In still another instance an employee's union undertook not the stimulation of the agency to fulfill the agency's obligation for staff development but as the union, itself, to assume responsibility for such a program. The efforts toward strengthening the supervision, reorganization of supervisory functions to permit more attention to staff development, and the addition of training supervisors where needed, should enable the agencies to assume increasingly their responsibilities for in-service training.

With reference to the principle that the content and method of an in-service training program should be in keeping with its function and objective, many interesting situations throughout the country are revealed. The first of these appears to be the difficulty of more than one public assistance agency to define its function and objective. And may we say parenthetically at this point that we believe such lack of clarification of function is not restricted to public assistance agencies. In justice to the agencies it should be said that it is not strange if bewilderment regarding function and objective exists when one considers the many pressures from "flat $40 a month," "ham and eggs every Friday," "reward the pioneers," or "reward the vote-getter," mingled with pressures to "do case work," to "take the load off the private agencies," and so on, which confuse the agencies as to their functions. It is further to be said that one of the encouraging developments during the past year has been the progress exhibited by many public assistance agencies toward deliberation on the question of agency function. Inseparably attached to this question of function is that of agency organization in relation to staff development. That is to say, if it is sound for a program of in-service training to follow administrative lines, then, obviously, the organization of the agency must be such that administrative lines are clear, that job functions are established and understood, and that administrative channels are open so that the work of the agency and consequent plans for growth of workers in relation to their day-by-day work in the agency may flow freely.

The statement of *Principles* indicates the necessity for planning the program in accord with the capacity of staff members to grow and for those in administrative and supervisory positions, the capacity to promote growth in others. In trying to help states put this principle into effect, the consultants from the Division of Technical Training have met with serious difficulties. In the first place, the "planning the program" of staff development implies almost superhuman qualifications even in the case of an unusually competent staff. The quantitative pressures upon the state office staff who would be expected to do the planning are so many and so serious that there is little time for the thoughtful preparation of a staff development program. Such work as we see it should include many functions. We would indicate here the need for study of principles, of needs of staff, of preparation of materials, and of considerable responsibility for leadership of group and individual conferences on the part of those responsible for training. When, then, one realistically considers that some states unfortunately do not have state staff of the highest possible caliber, it is inevitable that help will be needed from the outside, whether that comes from the Public Assistance regional representative, from consultative service of the Division of Technical Training, from a nearby school of social work, or from still another source or combination of sources, if adequate planning and direction of a staff development program is to materialize. The same observation is pertinent with reference to staff members other than at the planning end. If the agency has not secured a high quality of personnel,

their capacity to grow in relation to their jobs will be limited and the planning of material must be geared to their level.

The principles indicate the soundness of beginning an in-service training program by strengthening the day-by-day supervisory service of the agency. Results in this area come slowly in those states where there is little understanding on the part of those in supervisory positions of the real meaning of supervision and a consequent inevitable lack of real supervision in the administration of the agency. Unless supervision is recognized as a cooperative undertaking which results not only in the efficient doing of a piece of work but also in increased capacity for growth toward future performance on the job, it obviously cannot serve as the focal point in a program of staff development. Furthermore, if in this connection persons in supervisory positions need first to be helped to an understanding of the potential place of staff meetings, field reports, individual conferences, and the like, in the process of supervision, then, too, the development of a program of in-service training through supervision is clearly one of progress by inches. We have found it a very real asset in counseling in states where the control of the program is in the hands of social workers as well as in states where those responsible for the work come to their present positions from fields of activity other than social welfare, to discuss the content of the literature of the field of training through supervision as it has been developed in business, and through personnel management. We have developed such a bibliography and have found that principles which are sound in the field of social work are equally sound in business. In helping an agency plan supplements to supervision in its program of in-service training, references are suggested supporting the discussion initiated by our training consultant on not alone the value of group discussions and the underlying principles thereof, but actual content and method found valuable in the leading of such discussions.

Considerable time has also been given during the consultation with states on the place of directed reading in a worker's development. Here we have tried to emphasize the pointing of reading toward needs of the worker in the doing of his job and have tried to be helpful in emphasizing the need for selected reading. Because we believe most workers, except possibly those who are well-qualified through a disciplined education and experience, are confused by long bibliographies, a problem which is intensified in rural areas where libraries are not available and where the reading of a book means usually its purchase, the Division of Technical Training has prepared a Selective Book List purposely planned to be used as a tool in a staff development program.

The Division has prepared a few materials in addition to the statement on *Principles Underlying a Staff Development Program for a Public Assistance Agency* and the statement on *Use of Federal Administrative Funds for Paying Salaries to State Staff Members on Educational Leave in Schools of Social Work.* All have been prepared in line with needs discovered in the course of our work. Chief among these is a revised edition of the *Selective Book List.* This book list was not prepared for general distribution but expressly for the use of agencies as a tool in staff development. There has also been the bibliography, *References on Training in Business and Government.* Because of the fact that thousands of people throughout the country as a whole were being put on staffs of public assistance agencies and were assisting in the administration of the program when they themselves had little background for the work undertaken, plans for the orientation of those workers at the time of induction seemed important as a part of the staff development program of the respective states. Toward this end the Division of Technical Training developed materials on orientation which, modified to meet different situations, have been used by the state agencies. Materials have also been prepared on state supervision from the point of view of the field supervisor and the local office. These materials were developed in response to requests for help from many states where the agency was groping for an understanding of what constitutes the job of state supervision and what the supervisor needs to know in order to do his job effectively. Additional materials in the areas of supervision and of orientation are in the process of preparation, as are materials toward the end of clarifying the principles regarding staff development as they are put into effect in a working training program.

As the Division of Technical Training reviews its work as a basis for planning for the future, many factors stand out in vivid relief. First of all, we see the need for improved competence on our own part more and more clearly as we face the increasing challenges of the work. Next, we realize the inseparable relationship between our work and that of the regional representatives of the Bureau and the need for a

constant strengthening of that relationship. We see the need for developing additional materials for our own use with states and to put into the hands of the state agency people as aids in effecting particularly difficult aspects of their training program. We see the need for continued insistence upon support for good personnel standards in the state and for continuing denial of training as a *substitute* for good personnel. We see the need for greater skill in helping agencies understand that staff development programs must be directly related to improvement of agency practice, and that effective results cannot come, if and when training is either detached from the direct flow of work or unrelated to it. We see the need for helping agencies recognize educational leave as an integral part of their whole staff development program, in order that not alone the planning for, but the post-planning for use of staff members returning to the agency after educational leave may prove of the greatest possible enrichment to the agency's work. We see the need for assisting agencies to plan supplemental helps to the backbone of a training program, that which comes through supervision within the agency. Whether these are classes or some other form of supplemental help, the agency needs guidance in the difficult question as to choice of help, selection of staff members for participation and many other considerations. We see the need for improving our own knowledge of other training programs which exist at federal and state level. Training seems to have become popular and it seems important that we pool our thinking, in order that training may be something more than a name and in order that the best results to all concerned may be brought about. We see the need for a closer working relationship with the American Association of Social Workers, the American Public Welfare Association, with the American Association of Schools of Social Work, for it becomes increasingly apparent that there is legitimate interest in common problems by many agencies. In this connection, we are increasingly appreciative of the privilege of having this Advisory Committee which we look to as a help in keeping the work of the Division of Technical Training in channels through which, within the limitations of our staff, we can render the help to state agencies which they have a right to expect.

# *Standards of Personnel in Private Agencies*

Standards of personnel in public agencies are often discussed as if the problems which they present were confined to the public field. We know, of course, that this is not true but perhaps the familiar claims advanced to explain the need for the private agency—its capacity to do an experimental, pioneering job; its contribution to the common store of professional knowledge and skill; its role in supporting standards for welfare services in general—perhaps these claims have dulled us somewhat to the fact that nearly every community maintains private agencies which are either futile institutions or actual stumbling blocks to adequate provision for the needs which they presume to satisfy.

The privilege which the private agency has to determine its own standards may be put to questionable use. Its freedom from public accountability may give the irresponsible agency an unwholesome protection from the outside pressures which would compel it to scrutinize its program and prove its competence. The private agency's development has not been unhampered by circumstances: the average contributor still regards staff salaries as a diversion of funds from the proper recipients. Because attempts to regulate the private agency from without have so often been inspired by doubtful motives, professional social workers have had to defend the agency's right to autonomy in no uncertain terms and this has had the effect of throwing into the background the problem presented by the agency which is rendering a disservice rather than a service to the community and which yet manages to pass as a "social" agency.

The practical problem of evaluating the competence of a social agency is not a simple one, as the AASW's experience in trying to define an "approved agency" has amply demonstrated. External yardsticks whereby the agency may be measured have either been primitive in their concreteness and failed to deal with the question of quality, or else they have been so vague as to lack any objective value. The formulation of the AASW "Statement About Standard Employment

Practices" several years ago represents a strategic advance into this previously inaccessible territory: the degree to which a social agency subscribes to standards of this sort promises to give us a more trustworthy index to agency efficiency than we have had. However, the staunchest advocates of standards of employment practices are the first to admit that even when the practices which an agency officially professes are good, they become real safeguards to proficient performance only as they are grounded in a single-minded allegiance to competence throughout the agency's operation.

Social agencies, especially private social agencies, will be doing service to standards by not resting until they have defined the employment practices which they really use and then display their willingness to be evaluated according to these criteria. But the private agency cannot stop here. It must certainly go further and earn the necessary right to autonomy by subjecting itself voluntarily to a standard according to which all social agencies may eventually be judged. This standard is the standard of personnel, framed in the only terms which we can hope to make both definite and general enough to be applicable to all and sundry and yet measure quality as well: the terms of general and professional education. The private agency by reason of the very rights it claims to self-determination should work to establish an outward standard of personnel which the community can be taught to use for its own assurance that in granting the agency these rights, it is not exposing itself and its clients to the ministrations of the incompetent and irresponsible. For the individual private agency, reaching this standard of personnel may be an uphill job in more ways than one, for while the private agency's support may be superior in certain respects to public support, voluntary supporters are not bound to any necessity for continuing to struggle with problems which have no legal claim upon them. Nevertheless there is no other direct contribution which the private agency can make to the welfare services as a whole that would compare with this one, the establishment of an agency standard measurable in terms of personnel.

It is for these reasons that a modest mimeographed report * recently issued by the Family Welfare Association of America is significant of one way in which a functional national agency may promote in its member agencies an awareness of standards for personnel. The report is an unpretentious factual summary based on data supplied by 196 private family agencies. It does not attempt to draw any conclusions or make any recommendations and is content to be suggestive of questions relating to personnel. For example, it reports on the number of caseworkers and the number of executives who were members of the AASW in 1935 and in 1936; the qualifications of staff members appointed in 1935 and 1936; and the agencies who were reviewing or intending to review their personnel practices in the light of the AASW's Statement. In this latter connection it devotes an interesting brief paragraph to the methods which the agencies were planing to use in effecting this review. The matter-of-fact references to a scale against which the individual agency may measure itself exemplify a basic use to which a standard may be put, use for the agency's comparison of itself with others and for an evaluation of its standing that is related to something more authoritative than its own subjective, local criteria.

Various devices for staff development have long been in use within the private agencies, and in this report there are data about attendance at conferences and institutes, and courses taken at schools of social work. The activities described suggest that private agencies might well be encouraged to work out more definite plans for staff development and in doing so to consult the clarifying formulations which the Division on Technical Training of the Bureau of Public Assistance of the Social Security Board has evolved for the guidance of public assistance agencies. Why should the private as well as the public agency take responsibility for the training of its staff? Where does the agency's responsibility begin and end? What must be done within the agency before a training program can "take"? What is the connection between responsibility for the selection of staff and the responsibility for training afterwards? How does professional education enter into the picture and what is it reasonable to expect of professional education? What responsibility for professional education should be left with the individual worker? What about seminars and institutes, and should they all be examined to see whether the questions which Josephine Brown * has raised about their value for public welfare workers are applicable to

* *Personnel in Private Family Agencies in 1936*, 14 pp., price 20 cents.

* "Inservice Training for Public Welfare." *Survey Midmonthly*, October and November 1938.

seminars and institutes patronized by private agency workers? The long view which has been embraced by those responsible for guiding "inservice training" in the public assistance and child welfare services would not only be stimulating to private agencies in study of their own problems of personnel but would enable them to support public agencies in evolving sound training programs.

The private family agency's contribution to training also receives attention in this report. From 1935 to 1936 there was a decrease in the number of students placed in private family agencies by schools of social work. No attempt is made to determine fully the reasons for this reduction but of the five reasons suggested in the report two are of particular interest. Has the development of the social security program and the federal training plan for workers in public agencies led schools to make more field work placements in public agencies than formerly? Did the private agency develop any new policies with reference to accepting students, such as a decreased willingness to accept students from undergraduate schools? To those questions might be added another: has the recent emphasis on the importance of field work supervision as an educational process prompted both the private family agency and the schools of social work to examine more closely the qualifications of agency personnel to give this supervision? That this realization may have affected the number of students taken for field work supervision is suggested by another datum testifying to a drop in the number of college and university students accepted for training in 1936 as compared with 1935. The private family agency tradition has proudly acknowledged a responsibility for contributing through field work supervision to professional education; undoubtedly in the private family field as in others improved standards for professional education have not been fully understood, a fact which indicates the need for more work within the AASW to familiarize professional social workers with problems and events in the area of professional education in which they have every reason to be vitally concerned.

## A Chapter Sponsors Training

In October the Pennsylvania School of Social Work started three extension courses in Wilkes-Barre, Pennsylvania, on introductory social case work, on psychiatry in relation to social work and on public welfare administration. The Northeastern Pennsylvania Chapter is sponsoring these courses in cooperation with a lay committee and has appointed a professional education committee of which Henry Graham is chairman to act in this relationship. On recommendation from this educational committee the chapter is offering three scholarships covering one-half the fee for any one of the courses given in the February term.

## Interim Report on Federal Welfare Legislation

Federal welfare legislation is at the mid-session indeterminate stage, and few of the answers are known at this time.

The Association has registered its support of the recommendations of the Social Security Board, in testimony before the House Committee on Ways and Means. William Hodson and Donald Howard appeared for the AASW, and pressed especially on the proposals to strengthen the aid to dependent children provisions of the Act, and for the Board's authority to require merit selection of personnel in connection with state plans which it approves for various grants-in-aid.

This legislation has still to take specific form. Meanwhile the major question hinges on Congress' action on WPA appropriations and proposed plans for reshuffling the various relief and work programs for next year.

A possibility that Senator Byrnes, who held brief hearings on a bill drafted to put into effect some of the Byrnes Committee recommendations, would accept an amendment to provide for grants to states for general assistance has faded out. He has provided for another category, grants to states for aid to the handicapped with an appropriation of $125,000,000.

Advocates of grants for general assistance are still hopeful that the proposed changes in the works provisions, if they go through, will disclose the necessity for such grants in time for later action in this session. This necessity has been present, as the AASW has testified each year, but partly concealed by the shifting of other programs, and difficult to prove because the need cannot be readily weighed.

Looking for the possibilities of further shifts in the situation, the Division on Government and Social Work and the AASW staff have been in consultation with various officials concerning prospects of the legislative session, and also with representatives of

other agencies and groups who have parallel or related interests.

So much opposition was stirred up to the plan for including the "non profit agencies" and their employees under the insurance provisions of the Social Security Act that the House committee voted against the proposals and the hearings were closed before the AASW was able to appear. The opposition came principally from organized educational and religious groups. The AASW and other social agencies and unions were waiting to be heard in favor of the change. AASW testimony will be registered with the House committee, and efforts made to secure a hearing in the Senate.

Senator Robert F. Wagner's health bill, S-1620 would make grants to states for establishing, extending and improving programs for child and maternal health, service for crippled children, general public health services, hospitals and health centers, general programs of health care, and against wage loss during periods of temporary disability.

## For a Survey of Relief Needs

Use of the Association as a channel to compile data and experience of social workers with relief needs and to register this information with the public, is the purpose of a survey undertaken under the auspices of the Division on Government and Social Work. This survey is similar to surveys in which the chapters and members have participated during each of the past several years. From past indications, newspapers, magazines and other channels of public information still recognize the public interest in the issues involved in the adequacy of public welfare programs and in the Association as an appropriate agent for this purpose.

The Association recognizes the official data which are collected by public authorities but seeks through its survey to get a deeper look into the problem than is possible by figures alone. Chapters and members are enlisted to secure from their own and from official sources a general review of the situation throughout the country. The following outline is sent out by the Division to indicate the kind of information desired:

*Administration and Financing*

Is there a public general relief program in your geographic areas?

What public agency or agencies administer general relief in these areas?

Do these agencies certify for WPA employment? Reinvestigate eligibility of workers on WPA? Administer old age assistance? Aid to the blind? Aid to dependent children? Specify other functions.

What percentage of expenditures for general relief is paid from local funds? From state funds?

What need for federal aid for general relief is expressed by the local departments of welfare? Mayors? State department of welfare? Governor? Other public or voluntary groups?

*Relief Needs*

What types of persons are eligible for general relief?

Are the following now receiving general relief in your community: Single persons? Aliens? Transients? Non-residents? Homeless? Unemployables? Employable unemployed? Partially employed?

Are these types of cases now being accepted as new cases? If not, specify.

Are WPA wages supplemented by general relief? Under what circumstances?

Are wages from private employment supplemented? Under what circumstances?

Has relief been discontinued or intake closed at any time during the last 12 months? When? For how long? Why?

Cite evidence of increases or decreases in need for relief during January and February of this year as compared with January and February of last year. What factors were responsible for these changes?

To what extent is the need for general relief augmented by current policies or practices of other public programs, such as WPA, Social Security categories, etc.?

*Adequacy of Relief Granted*

List the items now being included in general relief grants: Food? Rent? Utilities? Fuel? Clothing? Special diets? Incidentals? Specify others.

Specify also, whether the items listed are included in all cases where need for them exists or only under exceptional circumstances,—such as rent in cases of eviction only.

At any time during the past year did grants include fewer items? More items? Which?

State the method by which the amount of the relief grant is arrived at, such as, that of granting the full budgetary deficiency computed on the basis of a standard budget, granting a fixed proportion of that deficiency, allowing arbitrary amounts for specified

items. Indicate details of how the method is applied.

As an illustration of how these conditions affect recipients please itemize the allowance now being made to a family of four composed of an active man and woman, a boy of 13 and a girl of 6, none of whom present special health needs.

What provision is made to meet health needs of persons receiving general relief? Hospitalization? Nursing care? Medicines? Appliances? Surgery? Other medical care?

To what types of cases are surplus commodities being issued?

Do surplus commodities constitute the only form of aid available to certain types of cases? If so, specify what types.

If granted to persons receiving general relief, are surplus commodities used to reduce the allowance that would otherwise be made?

*General*

Is the general relief program under attack at the present time? On what grounds? Have there been attacks on the program during the year by political groups? Economy groups? Economy organizations? Client groups? Is there any indication that similar attacks will be made in the near future? What is the attitude of the press?

Please give illustrations of typical conditions existing among families on relief: Housing, weekly food allowances, evidence of children being kept from school because of lack of clothing, etc.

What indications are there that during the next year general relief needs will decrease? Increase? That adequate provisions will be made to meet them?

# Publications on Statistics and Studies in Public Assistance

*Anne E. Geddes, Chief of the Division of Public Assistance Research has written for The Compass the following statement of publications prepared for general distribution by this Division of the Bureau of Research and Statistics of the Social Security Board.*

The Division of Public Assistance Research of the Bureau of Research and Statistics of the Social Security Board each month prepares the publication, *Public Assistance,* which contains statistics of old-age assistance, aid to dependent children, aid to the blind, and general relief collected by the Division from state and local agencies and statistics covering employment or assistance programs operated by the Works Progress Administration, the Civilian Conservation Corps, the Farm Security Administration and other federal agencies, furnished by these agencies. This publication is preprinted from the *Social Security Bulletin* and includes information by states on the number of recipients and amount of obligations incurred for old-age assistance, aid to dependent children, aid to the blind, and general relief; data on public and private relief in 116 urban areas; and data on public and private relief in 385 rural and town areas. In the near future, this publication also will contain information by states on the other assistance and employment programs noted above and on general relief in selected large cities. Data, by states, on applications, recipients, and obligations incurred for old-age assistance, aid to dependent children, and aid to the blind are published each year in the annual report of the Social Security Board.

Special articles prepared by members of the Division of Public Assistance Research are often featured in the *Social Security Bulletin.* Some of the articles which have appeared in recent issues are:

*Relief Trends in Cambridge, Massachusetts*
*Aid to the Blind in New England*
*The Administration of Aid to Dependent Children and Mothers' Aid in December 1937*
*Analysis of Grants to 586,000 Recipients of Old-Age Assistance*
*Relief Status of 1,000,000 Recipients Accepted for Old-Age Assistance*

The last two articles are the first of a series based upon data contained in the annual reports for the fiscal year 1937–1938 on the social characteristics of recipients of old-age assistance, aid to dependent children, and aid to the blind, which are submitted to the Social Security Board, by the states. The series will appear first in the *Social Security Bulletin* and later will be combined into a single publication. Similar data for the year ended June 30, 1937, appeared in the Second Annual Report of the Social Security Board.

The Division also makes special studies and tabulations which are published by the Bureau of Research and Statistics as Bureau reports. Two of these have already been issued, No. 1, *Tabular Summary of Statistics of Public Assistance under the Social Security Act for the Calendar Year 1937,* and No. 2, *A Plan for a Case Census.* The first report was prepared for the purpose of presenting revisions of the data on old-age assistance, aid to dependent children, and aid to the blind, pub-

lished monthly in the *Social Security Bulletin*. The statistics published in the *Bulletin* are corrected to a given date of the month after that for which assistance is given, but because of refunds, retroactive payments, and corrections of errors, the data for some states cease to be correct almost as soon as they are published. For these reasons, it is necessary to revise the published figures from time to time.

Bureau report No. 2 is a handbook designed to assist state and local communities to secure data on the characteristics of the recipients of public assistance, the types and amount of public assistance received, and the inter-relations of the several forms of aid rendered. It provides a standard schedule for collecting data on families and persons receiving assistance and gives directions and standard definitions for use of the schedule. The report also discusses the arrangement of tables into which the data may be cast and suggests a code for the tabulation of the information.

Work has begun on a monograph on relief in the 116 urban areas included in the urban series. This monograph will present an analysis of important changes over the ten-year period 1929 to 1938 in the different types of public and private relief.

## The Union and Representation

Another organization is occupied with problems of representation and participation and with ways of working them out. A recent announcement of coming elections in the Social Service Employee's Union, Local 19, UOPWA, CIO, reflects the union's concern to develop the democratic process.

During the last year the SSEU discussed the use of a single slate ballot in elections. Its nominating committee, after deciding to allow for a choice of candidates in this year's election, almost immediately uncovered an obstacle, reporting that it had "found it very hard to get equally capable people to accept candidacy . . ." A single slate for officers was presented, along with 14 suggested candidates for members at large to the Executive Committee, of whom 8 are to be elected.

It may be remembered from the December 1938 *Compass* that in adjusting its structure and function, the National Organization of Public Health Nursing recommended return to a single slate because of the difficulties involved in the Nominating Committee's effort to secure two names for each office, an effort not attended with satisfying success. Many chapters of the AASW have been experimenting with both single and double slates: experiences with each device have varied in their results and brought to the fore two basic questions: How can the utmost in membership participation be achieved? What is the most effective method of obtaining qualified leadership? These problems require separate thoughtful consideration but the solutions proposed for them need also to be examined to make sure ends are not being lost sight of in a preoccupation with means, important as means are in determining ends.

The SSEU has found that participation through existing channels is not automatic and that the opportunities for it are often not recognized, and urges that "all members knowing of other qualified members who would be willing to run for office, use the right of 10 members in good standing to nominate by petition, in order to ensure the widest democratic participation in the selection of our union leadership."

That certain limitations must necessarily be imposed upon participation and that rights carry with them corollary obligations, is seen in the union's limitation of voting power only to those members who are in good standing, defined as those whose dues are paid.

Members whose interests include the field of housing as well as a European tour may want to take advantage of an opportunity for this summer offered by the National Public Housing Conference.

Pointing out the need for further knowledge and experience in housing as a base for this country's $800,000,000 expenditure, the National Public Housing Conference has organized a fourth European tour under the leadership of Irving Brant, vice-president of the NPHC, and under the management of The Open Road. The party sails from New York on June 22, returns on August 10, after visiting such places as London, Copenhagen, Stockholm, Leningrad, Paris and Amsterdam. The inclusive cost for the tour is $598.

Fuller information is available to anyone interested from the National Public Housing Conference at 112 East 19th Street, New York City.

# *Association Financial Statement*

THE following is a statement of the budget adopted by the Executive Committee for the year 1939, together with comparable figures of income and expense for the year 1938. The 1938 figures are adapted from the report of the Association's auditors, Haskins and Sells. Copies of the auditors' report are on file in the national office of the Association.

| *Statement of Cash Receipts and Disbursements for the Year Ending December 31, 1938* | | | *Budget Estimate for Year Ending December 31, 1939* | |
|---|---|---|---|---|
| BALANCE, JANUARY 1 | | $6,441.32 | | $2,024.14 |
| BUDGET RECEIPTS: | | | | |
| Membership dues | $64,649.00 | | | |
| Less refunds, $777.25, and bad checks, $51.50 | 828.75 | | | |
| Remainder | $63,820.25 | | $65,500.00 | |
| Publications | 1,205.12 | | 750.00 | |
| Miscellaneous | 267.69 | | 250.00 | |
| Total budget receipts | $65,293.06 | | $66,500.00 | |
| BUDGET DISBURSEMENTS: | | | | |
| Salaries | $39,334.09 | | $40,020.00 | |
| Office expenses | 10,542.37 | | 9,800.00 | |
| Committee travel | 9,577.43 | | 8,500.00 | |
| Staff travel | 4,103.19 | | 3,000.00 | |
| Compass | 4,926.83 | | 4,500.00 | |
| Publications | 29.26 | | 200.00 | |
| Conferences | 1,322.07 | | 1,000.00 | |
| Office survey | | | 300.00 | |
| Total budget disbursements | $69,835.24 | | $67,320.00 | |
| Excess of budget disbursements over receipts | | $4,542.18 | | $ 820.00 |
| NON-BUDGET RECEIPTS: | | | | |
| Rental grant—Russell Sage Foundation | $ 2,302.80 | | $ 2,167.00 | |
| Chapter dues received | 21,705.00 | | 23,000.00 | |
| Repayment of loans to chapters | 125.00 | | 75.00 * | |
| Total non-budget receipts | $24,132.80 | | $25,242.00 | |
| NON-BUDGET DISBURSEMENTS: | | | | |
| Rent against grant | $ 2,302.80 | | $ 2,167.00 | |
| Chapter dues disbursed | 21,705.00 | | 23,000.00 | |
| Total non-budget disbursements | $24,007.80 | | $25,167.00 | |
| Excess of non-budget receipts over disbursements | | $ 125.00 | | $ 75.00 |
| EXCESS OF TOTAL DISBURSEMENTS OVER TOTAL RECEIPTS | | $4,417.18 | | $ 745.00 |
| BALANCE, DECEMBER 31 | | $2,024.14 | | $1,279.14 |

* Balance